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Message Text

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P R 291150Z APR 76
FM USMISSION GENEVA
TO SECSTATE WASHDC PRIORITY 9611
INFO AMEMBASSY TEL AVIV

C O N F I D E N T I A L SECTION 1 OF 3 GENEVA 3260

E.O. 11652: GDS
TAGS: PORG IS ICEM
SUBJ: ICEM CONSTITUTION AND EXECUTIVE COMMITTEE MEETING

REF: (A) STATE 083865; (B) GENEVA 2948

SUMMARY: IN CANVASS OF MAJORITY OF MEMBERS OF ICEM EXECUTIVE COMMITTEE, MISSION HAS ESTABLISHED THAT THERE IS LITTLE ENTHUSIASM FOR PROPOSED REVISION OF ICEM'S CONSTITUTION (ITEM 7 OF AGENDA). SOME COUNTRIES EXPRESSED OPINION THAT IN VIEW OF U.S. OPPOSITION, MEASURE CANNOT BE ADOPTED. END SUMMARY.

1. IN ACCORDANCE WITH SUGGESTION TRANSMITTED REF A, MISSION HAS CONTACTED ALL CURRENT MEMBERS OF ICEM EXECUTIVE COMMITTEE, WITH EXCEPTION OF URUGUAY AND HONDURAS, WHOSE GENEVA REPS HAVE NOT BEEN AVAILABLE. IN SOMEWHAT VARYING DEGREES, REPS EVINCED LITTLE ENTHUSIASM FOR PROPOSAL TO REVISE ICEM CONSTITUTION, AND SOME VOICED THOUGHT THAT IF U.S. DID NOT FAVOR PROPOSAL, IT WAS FOREDOOMED. INDIVIDUAL NATIONAL REACTIONS FOLLOW.
A. SPAIN (GONZALES PALACIOS)-STATED THAT HE HAD NOT RECEIVED FIRM INSTRUCTIONS CONCERNING EXECUTIVE COMMITTEE SESSION, INCLUDING CONSTITUTIONAL REVISION,
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FROM MADRID THUS FAR. SUBJECT SHARED BY FOREIGN AFFAIRS

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AND LABOR MINISTRIES AND DECISIONS OFTEN NOT TAKEN UNTIL
LAST MINUTE. FURTHER, NEW TEAM COMING FROM MADRID AND
IT UNLIKELY THAT GONZALES WILL PARTICIPATE IN THIS YEARS'S
SESSION. THEREFORE, HE COULD SPEAK ONLY ON PERSONAL
BASIS, ALTHOUGH HE FELT SPANISH GOVERNMENTS POSITIONS
AND ATTITUDES WOULD NOT DIFFER GREATLY FROM HIS OWN. HE
VOICED SOME UNHAPPINESS WITH ICEM AND SOME PERSONAL
DISAFFECTION WITH DIRECTOR THOMAS, EXPLAINING THAT SPAIN
HAS ONLY ONE REP IN ICEM ADMINISTRATION, THE DIRECTOR OF
LATIN AMERICAN AFFAIRS. OVER A PERIOD OF YEARS, THIS
INDIVIDUAL HAS NOT BEEN PERMITTED BY ICEM ADMINISTRATION
TO TRAVEL FROM GENEVA, EVEN TO HIS ASSIGNED AREA OF
RESPONSIBILITY, AS OPPOSED TO HIS COLLEAGUES WHO FREQUENTLY
ARE AWAY ON OFFICIAL TRAVEL FROM THE HEADQUARTERS. IN
ADDITION, GONZALES STATED, HIS GOVERNMENT IS NOT PLEASED OVER
THE MANNER IN WHICH THE DIRECTOR MAKES APPOINTMENTS WITHOUT
PRIOR CONSULTATION WITH MEMBER STATES, SIMPLY NOTIFYING
THEM AFTER APPOINTMENTS EFFECTED. FURTHER, HE CONTINUED,
SPAIN WAS A MEMBER OF ICEM ONLY BECAUSE OF THE LATIN
AMERICAN PROGRAM AND WAS NOT AT ALL PLEASED OVER CURRENT
MINGLING OF SECTIONS ONE AND THREE OF THE ICEM BUDGET.
ON PROPOSED CONSTITUTIONAL REVISION, GONZALES, AGAIN
EMPHASIZING THIS WAS HIS PERSONAL OPINION, SAID THAT HE
FELT SPAIN WOULD OFFICIALLY OPPOSE ANY CONSTITUTIONAL
CHANGE. THIS WAS STAND OF PREVIOUS REGIME AND HE FELT
IT WOULD BE UPHELD UNDER NEW FOREIGN AFFAIRS AND LABOR
MINISTRY TEAMS. HE CONCURRED THAT CHANGES WOULD RESULT
IN OVERLAPPING FUNCTIONS OF OTHER UN AND SPECIALIZED
AGENCIES. STATING THERE WAS NO APPARENT NEED TO EXPAND
ICEM BEYOND ITS CURRENT AREA OF RESPONSIBILITY, GONZALES
OBSERVED THAT IT WAS ALREADY INJECTING ITSELF INTO
OPERATIONAL AREAS WHERE IT HAD NO MANDATED INTERESTS,
CITING AS ONE CASE IN POINT ITS ACTIVITIESIN CHILE
AND PERU. FURTHER, HE QUESTIONED THE NEED FOR TAKING
UP THIS MATTER ON SUCH AN URGENT BASIS: WHY SIX MONTHS?
WHY NOT A YEAR, OR EVEN 18 MONTHS FOR THAT MATTER?
IN CONCLUDING, GONZALES REFERRED TO HARD SPEECH OF
SPANISH DELEGATE AT LAST ICEM COUNCIL SESSION AS
REPRESENTING VIEWS OF MANY OFFICIALS OF HIS GOVERNMENT
CONCERNING ICEM AT THIS TIME.
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B. BELGIUM(DOUXCHAMPS)-APPEARED INITIALLY TO
HAVE NO GREAT PROBLEM OVER PROPOSED REVISION. DOUXCHAMPS
SAID THAT SUGGESTED CHANGE WOULD PUT CONSTITUTION IN
LINE WITH TASKS AND AREAS WHERE ICEM ACTUALLY PERFORM-
ING. HE SAID IT CLEAR THAT SOME "LEGALISTS" ARE
PROMITING EFFORT AND WONDERED WHETHER THESE MIGHT NOT
BE THE LATIN GROUPS. HE THEN OBSERVED THAT BELGIUMS
WERE ALSO LEGAL PERFECTIONISTS AND THAT, IN FACT,

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BELGIUM LAWYER HAD CONTRIBUTED TO RECOMMENDATIONS FOR CONSTITUTIONAL REVISION. THEREFORE, HIS INITIAL REACTION WAS THAT BELGIUM, WHICH HAS LONG AND INVOLVED ASSOCIATION WITH ICEM, MIGHT FIND CHANGES HARD TO RESIST. AFTER EXPOSITION AND ELABORATION BY MIFFOFF OF POINTS RAISED IN US RESPONSE TO ICEM QUESTIONAIRE, HOWEVER, DOUXCHAMPS SAID THAT IF US DID NOT GO ALONG WITH PROPOSED REVISION THEN THAT SETTLED THE MATTER. DOUXCHAMPS WAS ESPECIALLY CONSCIOUS OF PITFALLS INHERENT IN NECESSITY FOR PARLIAMENTARY PROCEDURE RELATED TO ANY CONSTITUTIONAL CHANGES (POINT 8 OF QUESTIONNAIRE) AND SAID THAT IF THIS WERE LIKELY TO POSE PROBLEMS IN REGARD TO US PROPOSAL SHOULD NOT BE CARRIED. WHILE NOTING THAT ICEM CONSITUTION WAS NOW 25 YEARS OLD AND PROBABLY OUT OF DATE, DOUXCHAMPS ALSO WONDERED AS TO NECESSITY FOR PRECIPI-TANT ACTION AND QUESTIONED WHETHER SUBJECT MIGHT NOT BE DEFERRED FOR A YEAR OR TWO. HE FURTHER PERCEIVED THE DANGER IN GRANTING CONSTITUTIONAL APPROVAL OF AN ENLARGEMENT OF ICEM'S MANDATE WHICH COULD BE VIEWED ADVERSELY BY SOME MEMBERS AS ENTAILING RELATED RISES IN COSTS.

AT END OF INTERVIEW, DOUXCHAMPS STATED HE WAS SEND-ING REPORT BACK TO BRUSSELS ON US POSITION AND URGED THAT WE MEET WITH FOURDIN AND ESY SOME TIME AFTER THEIR ARRIVAL HERE ON MAY 6 TO DISCUSS MATTER. (MISSION WILL ARRANGE LUNCHEON SESSION. IT SHOULD NE NOTED THAT FOURDIN WILL CHAIR EXECUTIVE COMMITTEE AND NOT RPT NOT KRAHN AS STATED REF B. AS DEPARTMENT AWARE, KRAHN WILL CHAIR SCBF, WHERE US (WARREN) WILL BE RAPPORTEUR).

C. CHILE (LAGOS AND COUNSELOR WINTER)-FORMER SAID THAT CHILIAN MISSION HAD NOT YET RECEIVED INSTRUCTIONS FROM SANTIAGO, BUT THAT HE HAD VERY SUBSTANTIAL RESERVA-

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TIONS AS TO CONSTITUTIONAL PROPOSALS, FEELING THEY WENT MUCH TOO FAR. HOWEVER, HE INQUIRED, WHAT WOULD BE OUR FEELINGS AS TO SIMPLE NAME CHANGE AND A FEW "SMALL MODIFICATIONS". (HE WAS TOLD THAT EVEN SUCH CHANGES WOULD FROM OUR POINT OF VIEW REQUIRE CONGRESSIONAL REVIEW AND JUSTIFICATION). IN THIS CONNECTION HE REFERRED TO FRG' APPROVAL OF SOME SMALL CHANGES. FINALLY, LAGOS PERCEIVED NO NEED FOR HASTE OR FOR PUSHING PROGRAM AT THIS TIME, ALTHOUGH HE OBERVED THAT ICEM, WAS A A MATTER OF FACT, ENGAGED IN ACTIVITIES OUTSIDE ITS ORIGINAL MANDATE OF SIMPLY MOVING MIGRANTS FROM EUROPE, CITING AS ONE EXAMPLE MIGRANT MOVEMENTS BETWEEN LATIN AMERICAN NATIONS. IN THIS REGARD HE POINTEDLY QUESTIONED OUR INTENTIONS CONCERNING CON-TRIBUTIONS TO ICEM'S LATIN AMERICAN PROGRAM THIS YEAR.

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D. ITALY (OCCHIPINTI)-IN GENERAL, OCCHIPINTI
SAID, HIS GOVERNMENT HAD GONE ALONG WITH THOSE QUESTIONS
AND PROPOSALS WHICH RELATED DIRECTLY TO ICEM'S PRESENT
MANDATE BUT REJECTED THOSE WHICH INVOLVED EXPANSION
OF FUNCTIONS AND/OR WHICH RELATED TO ACTIVITIES FOR
WHICH OTHER AGENCIES ARE RESPONSIBLE. HE DID NOT FEEL
THAT GOI WOULD OBJECT TO NAME CHANGE PROPOSAL, BUT
THEN ADDED THAT HIS GOVERNMENT'S IDEAS WERE STILL IN
FLUX ALTHOUGH THEY HAVE REPLIED TO QUESTIONNAIRE,
THEY HAVE ADOPTED NO FIXED POSITION THUS FAR. GOI
WOULD, HOWEVER, BE VERY MUCH AFFECTED BY US POSITION,
ACCORDING TO OCCHIPINTI, WHO SAID HE SAW NO PROBLEM
IN DEFERRING ITEM FOR SOME TIME, EVEN A YEAR ORE MORE.
HE HAS PROVIDED MISSION COPY OF ITALIAN RESPONSE
TO ICEM QUESTIONNAIRE, WICH IS GENERALLY LUKEWARM IN
TONE, BUT OPPOSES CHANGE OF TERM "COMMITTEE" TO
"INTERNATIONAL ORGANIZATION" ON GROUNDS THAT THIS
WOULD REQUIRE PARLIAMENTARY RETIFICATION. ON OTHER
HAND, RESPONSE FAVORS CHANGE IN ICEM'S CONSTITUENT ACT
IN BELIEF THIS WOULD ENCOURAGE BROADER MEMBERSHIP.
OCCHIPINTI SAID HE WAS CABLING ROME TO PRESENT US
CONCERN OVER ISSUES AND REQUESTED GOI'S VIEWS. FINALLY,
HE VOICED OPINION THAT ICEM CONSTITUTION WAS OUTMODED

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DOCUMENT WHICH DID NOT REFLECT FULLY THE ACTUAL WORK ORGANIZATION WAS CONDUCTING. ICEM FULFILLED HIGHLY USEFUL PURPOSE, HE FELT, OF PROVIDING SERVICES, EVEN FOR US, WHICH NATIONS ARE CAPABLE OF PERFORMING THEMSELVES BUT WHICH, FOR POLITICAL REAONS, ARE BETTER CONDUCTED UNDER THE INTERNATIONAL UMBRELLA OF ICEM.
ON BUDGETARY SIDE, OCCHIPINTI VOLUNTEERED OPINION THAT ADMINISTRATIVE AND OPERATIONAL BUDGETS SHOULD BE COMBINED. HE OBSERVED THAT HIS GOVERNMENT CURRENTLY CONTRIBUTES SOLELY TO ADMIN BUDGET, AND TO OPERATING BUDGETS ONLY WHEN PROJECTS OF INTEREST TO ITALY ARE INVOLVED.

E. BRAZIL (CAMPOS DE OLIVERIA AND ROCHA)-ALTHOUGH GENERALLY GOING ALONG WITH US POSITION, BRAZILIANS ALSO WONDERED WHETHER "SOME SMALL CHANGES" MIGHT NOT BE ACCEPTABLE. THEY UNDERSTOOD MATTER OF CONGRESSIONAL REVIEW AND APPROVAL SAYING, IN FACT, THAT SUCH ACTION WOULD ALSO BE NECESSARY FOR BRAZIL, EVEN WERE ONLY A NAME CHANGE INVOLVED. ROCHA STRESSED NEED FOR RETAINING ORGANIZATION'S "HOMOGENEITY" AND SAID HIS COUNTRY WAS INTERESTED THAT ICEM KEEP ITS PRESENT FORMAT. IN THIS CONNECTION, HE QUESTIONED DESIRABILITY OF EGYPTIAN MEMBERSHIP, AND CITED DANGERS OF POLITICIZATION OF THE ORGANIZATION "AS IN THE U.N." (THIS POINT WAS MADE BY OTHER DELEGATIONS AS WELL.) WHILE RECOGNIZING PROBLEMS INVOLVED IN EFFECTING CONSTITUTIONAL CHANGES AT THIS TIME, ROCHA NONETHELESS ARGUED THAT DOCUMENT SHOULD BETTER REFLECT WORK ICEM IS ACTUALLY PERFORMING, "FOR INSTANCE, IN LATIN AMERICA."

F. DENMARK (LEHMANN)-WAS MOST EMPHATIC IN OPPOSITION TOCHANGE OF ICEM CONSTITUTION ON GROUNDS THAT PROPOSAL WOULD RUN INTO REAL PROBLEMS IN DANISH PARLIAMENT, WHERE SECOND PARTY IS BADGERING GOVERNMENT FOR COST OF PARTICIPATION IN INTERNATIONAL ORGANIZATIONS GENERALLY DURING PERIOD OF SLUMP.
LEHMANN FELT THAT MEASURE COULD THEREFORE RESULT IN DANGERIOUS EXPOSITION FOR ICEM IN DENMARK. HE VOICED UNHAPPINESS WITH ICEM DIRECTOR FOR HIRING TEAM OF LAYERS
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AT UNKNOWN PRICE TO MAKE RECOMMENDATIONS (WHICH AS

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LAYER HE FOUND SOMEWHAT SIMPLISTIC) WITHOUT CONSULTING MEMBERSHIP. HE FELT, AS HAD SOME OTHERS, THAT ICEM COUNCIL HAD ENOUGH AUTHORITY WITHIN FRAMEWORK OF EXISTING CONSTITUTION TO PROVIDE ADEQUATE LEGAL AUTHORITY FOR ACTIVITIES IN WHICH ICEM IS CURRENTLY OR MAY BE IN FUTURE ENGAGED. HE MADE POSITIVE SUGGESTION THAT EXECUTIVE COMMITTEE MIGHT REFER PROPOSAL UNDER ITEM 7 TO ICEM FALL COUNCIL WITHOUT DEBATE ON GROUNDS THAT TIME NEEDED FOR FURTHER STUDY OF RESPONSES RECEIVED THUS FAR. COUNCIL SESSION COULD THEN FORMULATE FACE-SAVING RESOLUTION WHICH WOULD COMMEND ICEM FOR ITS WORK IN MIGRANT AND REFUGEE FIELDS, AND AUTHORIZE DIRECTOR TO PURSUE ACTIVITIES WHICH HE HAS BEEN ASKED TO PERFORM BY MEMBER GOVERNMENTS IN VIEW OF DYNAMIC MANNER IN WHICH THIS WORK HAS EVOLVED OVER THE YEARS. ON OTHER HAND, LEHMANN STATED, HIS GOVERNMENT'S REPLY TO QUESTIONNAIRE, IN ORDER NOT TO BE "IMPOLITE" WITH DIRECTOR, SAID THAT WHILE DANES SAW NO NEED FOR CONSTITUTIONAL CHANGE AT THIS TIME, THEY WOULD NOT OBJECT IF MAJORITY VOTED FOR IT. HE ALSO EXPRESSED CONCERN OVER DANGERS INHERENT IN EXPANDING ICEM MEMBERSHIP, AND HOPED THAT ITS "ARABIZATION" COULD BE AVOIDED. DENMARK, LEHMANN SAID, WAS BECOMING MORE ACTIVELY INTERESTED IN ICEM, ESPECIALLY IN ITS LATIN AMERICAN PROGRAM IN CLIMATE OF ECONOMIC PROBLEMS AT HOME. HOWEVER, THIS WAS POLITICALLY SENSITIVE SUBJECT, SINCE GOVERNMENT COULD NOT BE SEEN IN POSITION OF PROMOTING DEPARTURE OF DANISH CITIZENS TO OTHER COUNTRIES. THUS FAR, DANES HAVE CONTRIBUTED ONLY TO ADMIN BUDGET WITH SPECIAL CONTRIBUTIONS TO PROGRAMS WHICH ARE OF PARTICULAR INTEREST TO THEM. NOW, HOWEVER, WHILE TAKING HARD LOOK AT LATIN AMERICAN PROGRAM, HIS MISSION IS RECOMMENDING THAT GOVERNMENT MAKE SOME MODEST REGULAR CONTRIBUTION TO OPERATIONAL PROGRAM.

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G. URUGUAY-AS FOREGOING BEING PREPARED, MISSOFF RECEIVED TELEPHONE CALL FROM URUGUAY REP WHO, IN BRIEF CONVERSATION, STATED THAT "IN GENERAL" HER GOVERNMENT HAD RESPONDED NEGATIVELY TO ICEM QUESTIONNAIRE. MEETING WITH HER SCHEDULED FOR NEXT WEEK.

2. AS CONCERNS ICEM MEMBERS NOT ON EXECUTIVE COMMITTEE, DUTCH ARE REPORTED TO HAVE FELT STRONGLY THAT NO CHANGES IN CONSTITUTION WAS NECESSARY, THAT QUESTIONNAIRE WAS IRRELEVANT AND CONSEQUENTLY THEY DECLINED TO RETURN IT TO ICEM HEADQUARTERS. ISRAEL PROFESSED ITSELF HIGHLY PLEASED WITH POSITION TAKEN BY US, WHILE FRG'S POSITION IS BASICALLY THE SAME AS OURS EXCEPT THAT IT

HAS NO OBJECTION TO THE PROPOSED NAME CHANGE OR TO SOME MINOR CHANGES IN THE CONSTITUTION.
COMMENT. ON BASIS OF THESE SOUNDINGS AND WITH SOME FURTHER WORK AMONG THE DELEGATIONS PRIOR TO EXECUTIVE COMMITTEE MEETING, IT WOULD SEEM WE HAVE A GOOD CHANGE OF AVOIDING EXTENDED DISCUSSION OF ITEM DURING EXECUTIVE COMMITTEE SESSION, AND, HOPEFULLY, DISPOSING OF IT WITHOUT A VOTE IN THE FULL COUNCIL. DALE

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